DOCUMENT RESUME

ED 350 675 EA 024 360

TITLE	Bringing Coherence to State Policy. Restructuring the Education System.
INSTITUTION	Education Commission of the States, Denver, Colo.
PUB DATE	92
NOTE	17p.
AVAILABLE FROM	Distribution Center, Education Commission of the States, 707 17th Street, Suite 2700, Denver, CO 80202-3427 (Order No. SI-92-4: $4 plus $2.50 postage and handling; quantity discounts).
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	Accountability; Agency Cooperation; *Change Strategies; *Curriculum; Educational Finance; *Educational Policy; Elementary Secondary Education; Evaluation Criteria; Governance; Higher Education; Individual Differences; Professional Development; *State Standards; *Systems Approach; *Vision
IDENTIFIERS	*Partnerships in Education

ABSTRACT

An effective educational reform plan creates a compelling vision, develops a new policy environment conducive to change, and lays out strategies for involving educators, parents, business people, and community members in implementation. Traditional educational policy is biased toward the status quo, favors yearly, incremental policy-making, reinforces compartmentalized bureaucracies, and tends toward top-down management. Systemic education policy finds new ways and new people to accomplish goals; begins with thorough housecleaning, simplification, and refocusing of the existing policy framework; creates coherent partnerships, synergies, and collaborative activities; and turns problem-solving responsibility over to those closest to the problems. The key to major educational system improvement lies in redefining the policy area that should drive reform in a given state and linking other policy areas to that effort. This report outlines the policy components providing high leverage for K-12 education system reform (standards and curriculum, assessment and accountability, governance, professional development, higher education, finance, cross-agency collaboration, and diversity/choice options) and provides examples of states' progress in these areas. Five key strategies for coordinating and sustaining policy change are summarized. Directory information for organizations representing each policy component is also provided. (MLH)

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BRINGING COHERENCE TO STATE POLICY

Restructuring the Education System

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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Education Commission of the States

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DEAR FRIENDS:

Until recently, most of the reforms attempted in education have been piecemeal efforts designed to fix recent problems. Over the past year, we have confirmed our suspicion that true reform in education needs to follow a broad, systemic change in K-12 education.

Efforts to bring about reform school-by-school and fad-by-fad will never affect the lives of many students. Experience shows that the overall system of education discourages innovation, prevents successes from spreading and slows change. Widespread reform will occur only if it is encouraged by a coherent state policy environment that explicitly supports fundamental change and unleashes the imagination and energy of students, teachers, parents and community leaders.

Systemic change is not, however, the sole responsibility of people who wield political power at the top. Often, their highly visible public roles constrain their freedom to maneuver; pressure from conflicting interest groups hampers their effectiveness.

State policy makers can nevertheless do much to improve the education system by **asking for reform, clearing the way, rewarding change** and **changing their own ways of doing business**.

This publication discusses the policy aspects of a reform plan and lays out policies that have worked for some states and districts. Like any systemic reform effort, however, any state policies should be adapted before being applied.

Sincerely,

John R. McKernan, Jr.,
Governor of Maine
1991-92 ECS Chairman

"The core responsibility of those who deal in public policy . . . is not simply to discover as objectively as possible what people want for themselves and then to determine and implement the best means of satisfying these wants. It is also to provide the public with alternative visions of what is desirable and possible, to stimulate deliberation about them, provoke a reexamination of premises and values, and thus to broaden the range of potential responses and deepen society's understanding of itself."

— Robert Reich, *The Power of Public Ideas*, 1987, pp. 3-4.

How would systemic policy differ from traditional education policy?

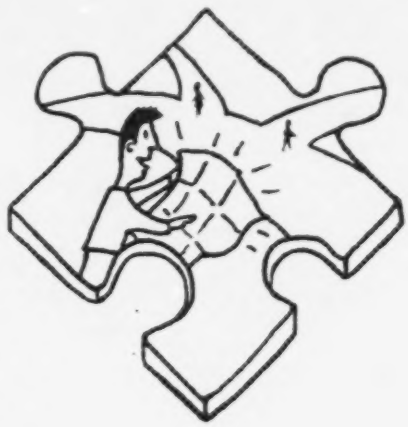
A reform plan that is most likely to result in a radically improved education system has three main parts: (1) it creates a compelling vision of how things could be better; (2) it develops a new policy environment that is friendly to change; and (3) it lays out strategies for involving hundreds, even thousands, of educators, parents, businesspeople and community members in implementation.

Traditional education policy never has been developed in a systemic fashion. Here's how a systemic approach to policy making differs from the current approach:

TRADITIONAL EDUCATION POLICY	SYSTEMIC EDUCATION POLICY
Biased toward status quo — assumes existing agencies, management practices, contracts, rules and regulations are right ones for carrying out reform	Biased toward finding new ways and new people to get things done
Adds new policies each year, takes few or none away; no link to previous policies	Begins with thorough housecleaning, simplification, refocusing of existing policy framework
Reinforces compartmentalized bureaucracy, poor communication with outside, sluggish information flow inside, turf battles, lack of focus on "big picture," de-skilling of jobs	Creates coherent partnerships, synergies and collaborative activities that replace bureaucratic forms of organization
Tends toward "top-down" management, eroding responsibility at "bottom"; highly centralized planning	Turns responsibility for solving problems over to people closest to the problems

Some critics suggest the only way to change the system sufficiently is to replace it, part and parcel, with different kinds of classrooms, different kinds of schools, new forms of management, governance, finance and accountability — all within about five intense years. Others argue that such a massive change will have to be evolutionary.

But at the heart of systemic change lie dramatic alternatives between:



A system that:	**Or a system that:**
Assumes students achieve according to their ability	Assumes students achieve according to how hard they work
Is managed "top-down," like an old-fashioned factory	Operates as a "learning organization," like a cutting-edge, high-technology business
Fosters sameness	Stimulates diverse approaches to learning
Bases promotion on how many hours students spend sitting in their seats	Bases promotion on whether or not students have mastered complex tasks

Where should policy makers begin?

Unfortunately, there is no easy answer. No state has yet put together all the pieces of a comprehensive reform plan. The lesson from work to date is that most states will move toward systemic reform from one or two key policy areas and then, over time, keep linking new policy initiatives to those "foundation" areas. No one philosophy about which area has to drive the others is "correct." Rather, *the key to successful major education system improvement lies in redefining the policy area that should drive reform in a given state and then linking other policy areas to that effort.*

Pieces of a systemic plan are in place throughout the country. Policy makers ready to proceed with major reform can benefit from looking at what other states are doing and then adapting or building on those plans to fit the needs of their own state.

The following section outlines the policy components that provide high leverage for changing the K-12 education system and provides examples of progress in those areas.

✔ STANDARDS/ CURRICULUM

Create new, higher standards for what students should know and be able to do and reflect those standards in curriculum.

Like cutting-edge businesses, public institutions must periodically ask themselves: "What business are we in?" Many state leaders have concluded that schools should no longer be content with sending a minority of students to college and giving the rest "basic skills." Rather, schools' new business is to teach *all* students a much more challenging core curriculum and help them learn how to use their minds fully — how to think critically and creatively, solve problems and continue learning for the rest of their lives.

Some ways of changing standards:

- **Create 21st century achievement standards**, such as those expressed in the National Council of Teachers of Mathematics' "Curriculum and Evaluation Standards for School Mathematics" or the American Association for the Advancement of Science's (AAAS) "Science for All Americans." Both are visionary documents emphasizing the importance of problem solving, inquiry, active learning, observing, predicting, experimenting, modeling and other higher mental processes. They establish expectations that are much higher than any in U.S. history, and they can be achieved only through major changes in curriculum, instruction, assessment and management.
- **Develop "common-core" policy documents**. Unlike curriculum frameworks, common-core documents establish broad outcome categories across subject areas and support active learning and critical thinking, not passive memorization. **Maine**'s Common Core of Learning categorizes skills, knowledge and attitudes desired into: Personal and Global Stewardship, Communication, Reasoning and Problem Solving, and the Human Record. Teachers are encouraged to develop curricular and instructional approaches within and across the traditional disciplines that will help students develop the higher competencies described in the "common core."

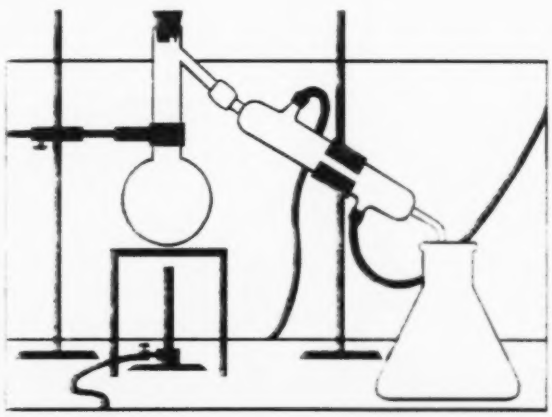
  Connecticut and **Vermont**, too, defined a "common core" of skills, knowledge and attitudes students must acquire . Connecticut then set about recruiting one of the highest-quality education work forces in the nation to teach the core. Its driving philosophy has been that if teachers cannot teach the new skills society demands and cannot adapt to change, other reforms will eventually founder at the classroom door. Accordingly, reform measures in certification, professional development and governance are being linked as well.

  Florida is developing cross-disciplinary frameworks and, through the Student Performance Standards subcommittee of its State Accountability Commission, is looking at ways to integrate the U.S. Department of Labor's recent competencies for the 21st-century work place into its curriculum (see *Learning a Living: A Blueprint for High Performance*, published by the U.S. Department of Labor).

Minnesota's whole reform effort relies heavily on its Outcome-Based Education legislation, which calls for a core of "essential learner outcomes" that would drive assessment, instruction, personalized learning, site-based decision making and staff development. **Kentucky**, too, has specified major outcomes of schooling that all students must master.

- **Develop curriculum frameworks and guidelines.** Such documents bring coherence to major subject matter. **California**, for instance, has counted heavily on its curriculum frameworks to influence other elements of the system. Policy makers have linked the frameworks to new initiatives in professional development, site-based management, leadership training, incentive grants and assessment. The prevailing philosophy is that the *content* of schooling must change because other reforms will not, by themselves, improve student achievement. For example, the "Science Framework for California Public Schools" calls for a thematic approach to science teaching that integrates the various science disciplines and is used at all grade levels.

Other states that have created new policy documents based on the AAAS report include **Arizona** (the "Arizona Science Essential Skills Framework"); **Michigan** ("Michigan Essential Goals and Objectives for Science Education"); **Illinois** ("State Goals for Learning for the Biological and Physical Sciences") and **Indiana** ("Indiana Science Proficiency Guide"). **Connecticut, Iowa, Alabama, Maryland, Minnesota, Missouri, Nevada** and **New Jersey** also have undertaken recent revisions of their science curricula.



Emerging Idea: Diverse Local Visions

Is one state vision for what students should know and be able to do adequate for all the schools and districts in a state?

- In **Minnesota**, as in England, schools now have the right to opt out of their school district as "charter schools," if they want to pursue other directions.
- In **Colorado**, legislation was introduced to establish "conceptual school districts." The purpose of these districts would be to link schools that agreed on their own visions, goals and frameworks. As long as these "minority opinions" did not violate state law, they would be entitled to state support.

ASSESSMENT/ ACCOUNTABILITY

Hold schools accountable for enabling all students to meet new, higher standards.

Schools should be held accountable for student *performance* with respect to higher standards. New approaches to assessment send strong signals to schools about what is important for success in today's world. They force curriculum and instruction to go in new directions. They involve the public in discussions of what students should know and be able to do. They force educators to consider how **all** students, not just the college bound, could be helped to meet much higher standards. And they break the system of its over-reliance on test scores that sort students but disclose little about what students really know.

- **Develop assessments that are tied to the new standards** and which will encourage schools to develop a more challenging curriculum. Assessment efforts should measure the new knowledge and skills called for and should include a variety of approaches, including exhibitions, portfolios and other forms of performance assessment.

Vermont, for instance, has begun assessing portfolios of student work. **California** is developing statewide "exhibitions" through which students display complex skills and

achievements. The **Kentucky** Instructional Results Information System will include portfolios, exhibitions and performance tasks. **Connecticut** has developed a Common Core of Learning Assessment tied to its common-core standards.

Seventeen states in the New Standards Project are participating in an effort to create European-style, performance-oriented examinations that can be reliably scored locally, regionally and nationally. A collaboration of the National Center on Education and the Economy, the Learning Research and Development Center at the University of Pittsburgh and numerous schools around the country, the project aims to create world-class standards and examinations that truly will hold schools accountable for concrete results, while freeing professionals to determine exactly how those results can be achieved.

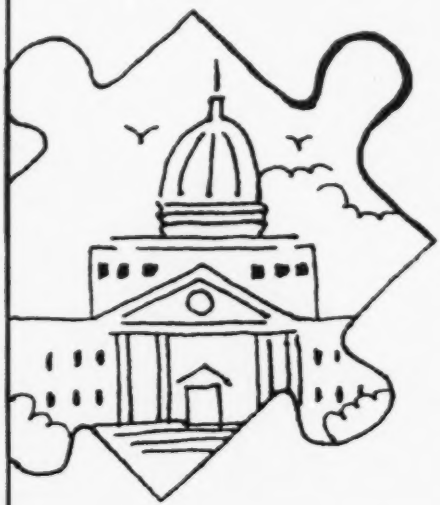
✔ GOVERNANCE

Force (or create incentives for) systemwide management changes and de-bureaucratization.

A powerful way to bring about reform is to develop policies that change who makes decisions about what. New voices bring fresh ideas into the system and new ways of framing the issues. By involving a wider range of people in decision making, policy makers also can develop the consensus and continuing support that lasting reform requires.

The most powerful policies for changing who makes decisions about education are those that move decision-making responsibilities to the people closest to the students. Primary ways to do this include:

- **Mandate or encourage site-based management or collaborative decision making.**



Results of large-scale site-based decision making are mixed. Clearly, this is not a "fix" all by itself. But studies indicate that if this policy action is linked to new visions and standards (as it is in **Kentucky**, for instance) and is supported by appropriate training resources, it can be a very powerful tool for change.

Chicago, Los Angeles, Denver and a couple of states have moved this direction for various reasons. Chicago's policy change was initiated by the state legislature; Los Angeles' change grew out of its collective-bargaining process; Denver's change was imposed by the governor and secretary of labor, then ratified by the teachers' union and the school board.

In **Hawaii**, state leaders concluded that the state education system (a single district with approximately 235 schools) was not responsive enough to local community needs. The state school superintendent, other state political leaders and the state board of education then agreed that site-based decision making was the best strategy to make the system more responsive.

The **Texas** legislature increased principals' authority to determine staffing in their schools and required every school board to establish plans for decentralizing responsibility for curriculum, staffing, budget and organization.

California's S.B. 1274, an initiative called Demonstration in Restructuring of Public Education, created incentives of up to $230 per pupil for restructuring schools around site-based decision making.

- **Call for "total quality management" in schools, districts and the entire state system.** **South Carolina**'s Department of Education has done just that, asking for regional and local "Total Quality Education Coordinating Councils." (See box on page 7 for information on Total Quality Management principles).

What Does Total Quality Management Mean for Schools?

Deming's 14 Points Applied to Companies and Schools

POINT	SCHOOLS
1. Create constancy of purpose for improvement of product and service.	Help students maximize their potential through continuous improvement of teachers' and students' work together.
2. Adopt the new philosophy.	Support continuous improvement through greater empowerment of teacher-student teams.
3. Cease dependence on mass inspection.	Use tests as diagnostic and prescriptive instruments; assess learning through student performance.
4. Cease doing business on price tag alone.	Build relationships of trust and collaboration within the school and between school and community.
5. Improve constantly and forever the system of production and service.	Create and maintain context in which teachers and students are empowered to make progress in their work.
6. Institute training programs.	Train new employees and students how to set goals, how to be more effective, how to assess quality of their own work.
7. Institute leadership.	Help teachers, parents, students and community members value and encourage context in which students grow and improve.
8. Drive out fear.	Ensure changes reflect shared power, responsibilities and rewards.
9. Break down barriers between staff areas.	Create opportunities for people to work across departmental lines.
10. Eliminate slogans, exhortations and targets for the work force.	Distribute power, responsibility and rewards equitably.
11. Eliminate numerical quotas.	Reduce dependence on tests and grades, which focus on the short term at the expense of investment in long-term learning.
12. Remove barriers to pride of workmanship.	Remove systemic causes of teacher and student failure through close collaborative efforts.
13. Institute program of education and training.	Provide continuous learning programs to keep school on the leading edge.
14. Take action to accomplish the transformation.	Ensure new philosophy is embedded into structure and culture of school by creating critical mass of school and community people to stick to the plan.

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- **Orient the collective bargaining process toward reform.** In Jefferson County, **Kentucky**, the board of education and local teachers' association signed a collective bargaining agreement that established a voluntary "participatory-management" program for some schools.
- **Put state and district services in the hands of school councils.** Through **Hawaii**'s Project Ke au Hou (A New Era), the state agency is moving staff to existing regional offices, which have both the mandate to meet the needs of local schools and representation from local school councils.
- **Restructure the state education agency.** For reform to succeed, state education departments and district bureaucracies need to move away from monitoring compliance with rules and regulations and toward serving districts and schools that are restructuring.

  Kentucky's Education Reform Act of 1990 abolished all positions in the Department of Education and reorganized it around providing technical assistance to local districts.

  Virginia's state board of education approved changing the state agency's mission from regulation to research and service.

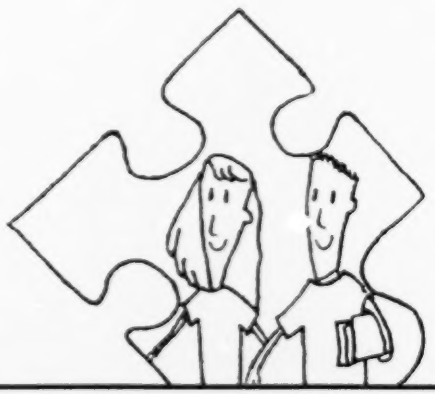
  North Carolina's education superintendent launched a plan to allow school districts to evaluate the state education department.

PROFESSIONAL DEVELOPMENT

Transform professional development to bring it into line with new expectations and standards.

As expectations for student performance rise, the preparation and ongoing staff development of teachers and other school leaders must change. Professional development efforts should include helping teachers and principals understand the demands of restructuring and improve their ability to teach and work in new ways to new standards. Teacher education should ensure that newly graduated teachers can be part of the change process. The teacher certification process, too, should reflect new, higher expectations and standards. Some examples of trends in this area:

- **Regulate training and licensing of teachers. Georgia** recently transferred power to regulate training and licensure from the state board to an autonomous Professional Standards Commission.



- **Increase initial and continuing certification requirements. Connecticut** has moved to create the most demanding certification requirements in the country through a three-tier system using initial, provisional and professional certificates.
- **Require internships and professional development schools. Minnesota** is linking initial teacher licensure to extended clinical internships in restructured settings through support of "professional development schools." The initial license to teach will require teacher candidates to be assessed in content and pedagogy, as well as ability to function within a school setting committed to renewal.
- **Require rigorous teacher education program approval. Vermont** colleges and universities are making teacher preparation a top institutional and statewide priority. Working closely with the state superintendent of education, presidents of Vermont's higher education institutions have developed a new, rigorous program-approval process closely linked to student learning outcomes.
- **Encourage partnerships between teacher-preparation programs and K-12 schools. Maine** has been supporting partnerships between schools and colleges to improve teacher-preparation programs and link them to statewide goals about schooling. Through the Southern Maine Partnership, school faculty teach in teacher-preparation programs, and

university faculty base research and teaching on what happens in the schools.

South Carolina has established the South Carolina Center for the Advancement of Teaching and School Leadership, housed at Winthrop College. It includes all teacher-preparing colleges and universities as well as "associate schools" involved in restructuring.

Five institutions have joined ECS, John Goodlad and the American Association of Colleges for Teacher Education in the Agenda For Teacher Education in a Democracy, an effort to link schools and colleges and examine all state policies (licensure, certification and program approval) to support renewal in teacher education.

The **Pennsylvania** Academy for the Profession of Teaching, started in 1986 by the State System of Higher Education, is an effort to focus attention on the importance of professional development if reform is to succeed. Among its many programs is the Governor's School for Teaching, a joint undertaking with the Governor's Office, the Department of Education and Bloomsburg University of Pennsylvania.

- **Create leadership academies that stress new forms of management. California** provides $4 million a year for the California School Leadership Academy to prepare new principals in curriculum, teacher evaluation, testing and reform. **Kentucky** and **Delaware**, too, have established leadership academies to provide managers with the new skills their comprehensive reform activities will require.

✔ HIGHER EDUCATION

Engage higher education in reform.

Many policy makers and educators are rethinking the role of higher education in a rapidly changing world. While this is taking place, higher education continues to have a profound influence on the quality of the K-12 system and its capacity to change. Ways to influence the role of higher education in promoting K-12 reform include:

- **Create more collaboration between higher education and public schools. Washington** is fostering partnerships to encourage students to stay in school and succeed, better prepare students for college and improve curriculum and instructional methods in both schools and colleges and universities.
- **Invent new "organizational arrangements" between the education sectors. Colorado** is experimenting with a new "alliance" between the University of Southern Colorado and the Pueblo Public Schools. The alliance involves a shared senior administrator, shared facilities and physical plant, college faculty teaching in the schools, and high school students enrolled in college.
- **Support high schools within colleges. New York** is supporting several high schools within colleges, including the Middle College High School at La-Guardia Community College, which targets high school students at risk of dropping out. Both institutions share a number of resources.
- **Experiment with other applied learning partnerships. California** State University is reaching out to public schools through an "agricultural extension model." This is a field-based response and research model designed to involve faculty with schools.
- **Promote new funding mechanisms. North Dakota** is considering "intersegmental budgeting" around a series of collaborative initiatives to bring higher education and the schools together around a shared agenda. The **California** Legislature funds the Intersegmental Coordinating Council to promote cooperation and partnership between the sectors.
- **Create more collaborative mechanisms at the state level. The South Carolina** Department of Education and Higher Education Coordinating Board are supporting and staffing a "Collaboratives Council" to coordinate and bring coherence to education reforms between colleges, universities and the schools.
- In **Massachusetts**, the State Board of Education and Commission on Higher Education have formed the Committee on Education Policy to bring coherence and focus to education reform.

FINANCE

Redesign the education finance formula to focus on excellence as well as equity.

To date, most concerns about school finance policy have focused on whether state money is being distributed equitably to districts around the state. But, because finance can be a lever for excellence as well, basic finance formulas need to be redesigned. New finance formulas should focus on the needs of students, not the maintenance of organizations, and should be made in light of the dual goals of equity and improved performance.

Kentucky has created a school finance mechanism that supports the broad goals of a new performance-based education system. Other states are looking at grant programs to support innovation; others are allowing waivers from state rules and regulations, a strategy that involves little extra money but does free resources and professional staff time to devote to reform efforts.

Other ideas on the table:

- **Expand the definition of education equity beyond per-pupil expenditure** to include student outcomes and opportunities, as **Rhode Island** has proposed.
- **Provide fiscal incentives and rewards for school improvement**. The **Rhode Island** "Report of the 21st Century Education Commission" recommended that the Department of Education develop a reward system for individual schools, based on specific performance goals. **Kentucky**'s education reform initiative provides successful schools with monetary rewards.
- **Shift more budget authority to schools** to align funding with established reform goals, as in **California**, **Kentucky** and **Florida**. Florida's District School Site Restructuring Initiative, for example, gives schools more power to make decisions about personnel and technology.

CROSS-AGENCY COLLABORATION

Provide incentives for health, social and youth-serving agencies to work with schools and with one another.

- **Create new mechanisms for greater family involvement in schools**. The Yale Child Study Center's School Development Project, established and overseen by James Comer, represents an exemplary school-level approach to changing roles, responsibilities and typical organizational approaches to serving students and their families. More than 150 schools in 12 states participate in the project, but it has yet to be adopted as a statewide initiative.

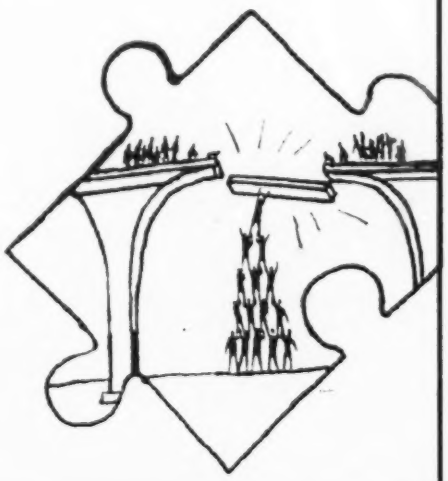
  Kentucky's reform act of 1990 provides for family resource and youth services centers designed to serve as a "one-stop" source of aid and referrals for children and families who need assistance.

  South Carolina is piloting after-school enrichment programs for children, a youth service corps, lifelong learning activities such as family literacy and parenting programs.

- **Create mechanisms that bring about more collaborations**. The **Texas** Legislature created the Health and Human Service Commission, which incorporates activities of 11 state agencies.

  New Jersey's Department of Human Services gives $250,000 grants to high schools to link jobs and coordinate training and employment, mental health and physical health services.

  California created a cabinet-level Department for Child Development and Education, charged with co-locating services at school sites and coordinating youth policy.



✔ DIVERSITY/OPTIONS

Create, support and provide visibility to alternative forms of learning and teaching.

Reform will not spread without more examples of successful innovative approaches to teaching and learning and without understanding on the part of the public about why reform is needed and what it will look like. In addition, reform is likely to spread faster if market forces are brought into play, forcing the system to become more diverse and responsive in its offerings.

- **Create more public school choices for parents.** In **Minnesota**, any certified teacher or groups of certified teachers can establish and operate a "charter" school. The school is exempt from many state requirements, but must be "sponsored" by a school board.

  About 10 states have some form of open enrollment statutes. **Iowa** allows students to choose other districts, but not specific schools. In **Arkansas**, about half the districts participate in an interdistrict transfer plan. **Colorado** requires all districts to allow students to choose schools within their resident district; districts have the option of accepting students from out of district.

- **Create more magnet schools**, such as the **Illinois** and **North Carolina** schools of science and mathematics. Some school districts provide magnet schools to which any resident student may apply. Most, however, operate in response to desegregation mandates.

- **Create "tech-prep" programs. Indiana, Maryland** and **Michigan** are among states with "tech-prep" programs that combine two years of high school and two years of community college education in an effort to produce an "employment-ready" work force.

PUTTING IT TOGETHER . . .

The policies listed above make up the pieces of a comprehensive systemic education reform agenda. But how can policy makers put them together in a way that is efficient and effective and makes the most sense for their individual state?

Kentucky is the only state so far to try to change the entire system at once, through the Kentucky Education Reform Act. What began as an apparent problem with the state's school finance policy turned into a sweeping reform initiative when the state Supreme Court declared the whole system unconstitutional. As one policy maker remarked at an ECS meeting, one way to begin systemic change is to "get yourself sued and have the judge dramatically increase the scope of the [legal] challenge!"

Other states moving toward increasingly comprehensive change have joined networks of schools, districts and states undertaking similar efforts.

- **Become involved in one or more comprehensive systemic reform initiatives.** Re:Learning, a joint undertaking of ECS, the Coalition of Essential Schools and participating states, calls for reform "from the schoolhouse to the statehouse." Participants work to transform state and district bureaucracies as well as teaching and learning in schools. **New Mexico**, for example, has based efforts to reform its education system on participation in Re:Learning.

  National Science Foundation systemic reform initiatives link mathematics networks to state policy makers in all 50 states in an effort to provide information on policy and reforms, provide training in leadership development related to reform and provide technical assistance to help states develop comprehensive reform plans.

  "Break-the-mold" schools, encouraged by the New American Schools Development Corporation, are required to develop plans for districtwide change and new forms of organization and policy that would support their proliferation.

  (See *A Consumer's Guide: Volume 1*, also in this series, for information on other major restructuring initiatives.)

These states and others working to restructure their education systems have a plan that includes an evolving state strategy for systemic change.

FIVE KEY STRATEGIES FOR COORDINATING AND SUSTAINING POLICY CHANGE

Systemic change requires a great many people working on all of the above fronts with a common set of values and aims in mind. Some strategies for pulling that off:

1. **Develop a long-term coordinating coalition** that can weather political and economic ups and downs over the long haul. Good examples are the **Maine** Coalition for Excellence in Education, the **Texas** Business and Education Coalition and, in **Kentucky**, the Prichard Committee for Academic Excellence. (See *Building Private Sector and Community Support*, also in this series, for more information on building coalitions.)

2. **Have the coordinating coalition put together a communications plan for vigorous public discussion** of new visions, standards and expectations. Parents, teachers, taxpayers and community leaders ultimately must take responsibility for the hard, day-to-day work of improving education. If they are not involved in raising key questions, shaping the way problems and actions are defined or interacting with experts and policy makers, they will not support reform over the long term. (See *Communicating About Reform* and *Creating Visions and Standards To Support Them* for more information.)

3. **Develop benchmarks for knowing how systemic reform is progressing.** Some examples of potential indicators have been suggested by the National Education Goals panel as well as ECS' work over the last four years. Some samples:

- Indicators of a commitment to the proposition that all kids can learn: e.g., changes in tracking and ability-grouping policies and practices; increased proportions of poor and minority students in challenging courses and programs; increased proportions of disabled students being successfully educated in regular classrooms; data collection to monitor the closing of achievement gaps between traditionally low achieving groups and others.
- Indicators that the state and districts have adopted new, higher expectations, e.g., "common core" statements, visions, curriculum frameworks, major community discussions of national education goals relating to student achievement, and citizenship and science and mathematics performance.
- Indicators of progress toward developing or implementing assessment strategies appropriate to higher expectations, e.g., portfolio examinations, exhibitions, writing assessments, other types of performance assessment.
- Evidence of a state strategy for preservice and inservice professional development that will prepare teachers to teach to higher standards with organizational support from administrators.
- Clear progress in analyzing policy barriers and closing the gap between undesirable and desirable policy environments.

4. **Conduct audits of current policies to determine how supportive they are of reform.** The Business Roundtable has done policy audits for **Connecticut**, **Iowa** and **Washington**. ECS and the National Governors' Association also make available criteria and resources for analyzing state policy frameworks. All the audits show that many existing statutes do little or nothing to promote reform; on the contrary, they support bureaucratic fragmentation and paperwork. **South Carolina** has eliminated most of the redundancies, contradictions and obsolete rules from its state code.

5. **Analyze political realities** and establish, through the coordinating coalition, strategies for advancing clusters of policy initiatives each year.

CONCLUSION

Many states are moving on elements of systemic reform. But the difficulty of weaving all the elements together into a coherent policy framework provides a tremendous challenge. Fundamental changes in public policy require vigorous democratic debate about clear alternatives. Most states have not yet clarified alternatives sharply enough for a new debate about schooling, much less taken steps to promote and sustain that debate. Moreover, the politics of such a debate (especially during a fiscal shortfall) have proven to be fierce.

Fortunately, there are successful precedents for fundamental change in education and in American institutions. Fortunately, too, the time is ripe and more people are coming forward to help. Most of the knowledge necessary for moving ahead is on the table and the rest can be learned along the way. The tasks now are to think boldly, stimulate vigorous public participation and lead courageously.

FOR YOUR INFORMATION . . .

If you need more information about the reform efforts listed in this document, please contact the persons or organizations listed below. ECS also can provide more information about issues discussed in this document. Please direct calls to the ECS Clearinghouse, 707 17th St., Suite 2700, Denver, CO 80202-3427; 303-299-3600.

STANDARDS/ CURRICULUM

American Association for the Advancement of Science — 1333 H St. NW, Washington, DC 20005; 202-326-6400.

National Council of Teachers of Mathematics — 1906 Association Dr., Reston, VA 22091; 703-620-9840.

U.S. Department of Labor — 200 Constitution Ave. NW, Washington, DC 20210; 800-788-7545.

Alabama — Wayne Teague, Superintendent of Education, Dept. of Education, Gordon Persons Office Bldg., 50 North Ripley St., Montgomery, AL 36130-3901; 205-242-9700.

Arizona — C. Diane Bishop, Superintendent of Public Instruction, Dept. of Education, 1535 W. Jefferson, Phoenix, AZ 85007; 602-542-5460.

California — Bill Honig, Superintendent of Public Instruction, Dept. of Education, 721 Capitol Mall, Room 524, Sacramento, CA 95814; 916-657-5485.

Colorado — William Randall, Commissioner of Education, Dept. of Education, 201 E. Colfax, Denver, CO 80203; 303-866-6806.

Connecticut — Vincent L. Ferrandino, Commissioner, Dept. of Education, Room 305, State Office Bldg., 165 Capitol Ave., Hartford, CT 06106; 203-566-5061.

Florida — Betty Castor, Commissioner of Education, The Capitol, Room PL116, Tallahassee, FL 32399; 904-487-1785.

Illinois — Robert Leininger, Superintendent of Education, State Board of Education, 100 N. First St., Springfield, IL 62777; 217-782-2221.

Indiana — H. Dean Evans, Superintendent of Public Instruction, Indiana Dept. of Public Instruction, Room 229, State House, Indianapolis, IN 46204-2798; 317-232-6665.

Iowa — William L. Lepley, Director, Iowa Dept. of Education, Grimes State Office Bldg., 14th and Grand, Des Moines, IA 50319; 515-281-5294.

Kentucky — Thomas C. Boysen, Commissioner of Education, Kentucky Dept. of Education, 1725 Capitol Plaza Tower, Frankfort, KY 40601; 502-564-4770.

Maine — Bennett Katz, Chairman, Maine Education Services, 27 Westwood Road, Augusta, ME 04330; 207-622-0519.

Maryland — Nancy Grasmick, State Superintendent, State Dept. of Education, 200 West Baltimore St., Baltimore, MD 21201; 301-333-2204.

Michigan — Robert Schiller, Deputy Superintendent of Instruction, Michigan Dept. of Education, P.O. Box 3008, 608 W. Allegan St., Lansing, MI 48909; 517-373-3354.

Minnesota — Gene Mammenga, Commissioner of Education, Dept. of Education, 712 Capitol Square Bldg., 550 Cedar St., St. Paul, MN 55101; 612-296-2358.

Missouri — Bob E. Bartman, Commissioner of Education, Dept. of Education, P.O. Box 480, 205 Jefferson St., 6th Floor, Jefferson City, MO 65102; 314-751-4446.

Nevada — Eugene T. Paslov, Superintendent, Nevada Dept. of Education, 400 W King St., Capitol Complex, Carson City, NV 89710; 702-687-3100.

New Jersey — John Ellis, Commissioner of Education, New Jersey State Dept. of Education, 225 West State St., Trenton, NJ 08625; 609-292-4450.

Vermont — Richard P. Mills, Commissioner of Education, State Dept. of Education, 120 State St., Montpelier, VT 05602; 802-828-3135.

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ASSESSMENT/ ACCOUNTABILITY

New Standards Project — National Center on Education and the Economy, 1320 18th St. NW, Suite 401, Washington, DC 20036; 202-783-3668.

California — Bill Honig, Superintendent of Public Instruction, State Dept. of Education, 721 Capitol Mall, Room 524, Sacramento, CA 95814; 916-657-5485.

Connecticut — Vincent L. Ferrandino, Commissioner, Dept. of Education, Room 305, State Office Bldg., 165 Capitol Ave., Hartford, CT 06106; 203-566-5061.

Kentucky — Thomas C. Boysen, Commissioner of Education, Kentucky Dept. of Education, 1725 Capitol Plaza Tower, Frankfort, KY 40601; 502-564-4770.

Vermont — Richard P. Mills, Commissioner of Education, State Dept. of Education, 120 State St., Montpelier, VT 05602; 802-828-3135.

GOVERNANCE

California (see above listing)

Hawaii — Charles T. Toguchi, Superintendent of Education, State Dept. of Education, P.O. Box 2360, 1390 Miller St., #307, Honolulu, HI 96804; 808-586-3310.

Kentucky (see above listing)

South Carolina — Barbara Stock Nielsen, State Superintendent of Education, Dept. of Education, 1006 Rutledge Bldg., 1429 Senate St., Columbia, SC 29201; 803-734-8491.

Texas — Lionel R. (Skip) Meno, Commissioner of Education, Texas Education Agency, 1701 North Congress Ave., Austin, TX 78701; 512-463-8985.

Virginia — Joseph A. Spagnolo, Jr., Supt. of Public Instruction, State Dept. of Education, P.O. Box 6-Q, James Monroe Bldg., 101 N. 14th St., Richmond, VA 23219; 804-225-2755.

PROFESSIONAL DEVELOPMENT

National Center on Education and the Economy — 39 State St., Suite 500, Rochester, NY 14614; 716-546-7620.

California — Lee Kerschner, Vice Chancellor of Academic Affairs, California State University System Office, 801 W. Monte Vista Ave., Turlock, CA 95380; 310-985-2862.

Connecticut — Andrew G. DeRocco, Commissioner of Higher Education, Dept. of Higher Education, 61 Woodland St., Hartford, CT 06105; 203-566-5766.

Delaware — Pat Forgione, Jr., State Superintendent, Dept. of Public Instruction, Townsend Bldg., #279, P.O. Box 1402, Dover, DE 19903; 302-739-4601.

Georgia — University System of Georgia Review Committee, University System of Georgia Board of Regents, 244 Washington St. SW, Atlanta, GA 30334; 404-656-2204.

Kentucky — Gary S. Cox, Executive Director, Council On Higher Education, West Frankfort Office Complex, #101, 1050 U.S. 127 South, Frankfort, KY 40601; 502-564-3553; Thomas Boysen, Commissioner of Education, State Dept. of Education, 1725 Capitol Plaza Tower, Frankfort, KY 40601; 502-564-4770.

Maine — Southern Maine Partnership, Dorothy Moore, Dean, University of Southern Maine, 37 College Ave., Gorham, ME 04038; 207-780-4141; Bennett Katz, Chairman, Maine Education Services, 27 Westwood Road, Augusta, ME 04330; 207-622-0519.

Minnesota — Kenneth L. Peatross, Minnesota Board of Teaching, 608 Capitol Square Bldg., 550 Cedar St., St. Paul, MN 55101; 612-296-2415.

Pennsylvania — Pennsylvania Academy for the Profession of Teaching, State System of Higher Education, University Center, 2986 North Second St., Harrisburg, PA 17110; 717-787-9565.

South Carolina — South Carolina Center for the Advancement of Teaching and School Leadership, Terry Peterson, Winthrop University, 1122 Lady St., Room 1005, Columbia, SC 29205; 803-734-0487.

Vermont — Richard P. Mills, Commissioner of Education, State Dept. of Education, 120 State Street, Montpelier, VT 05602; 802-828-3135.

HIGHER EDUCATION

California — Frank Young, Director, California Academic Partnership Program, 400 Golden Shore, Suite 132, Long Beach, CA 90802-4275; 310-985-2608.

Colorado — Robert Shirley, President, University of Southern Colorado, 2200 Bonfort Blvd., Pueblo, CO 81001; 719-549-2306.

Massachusetts — Piedad Robertson, Secretary of Education, Higher Education Coordinating Council, One Ashburton Place, #1401, Boston, MA 02108-1530; 617-727-1313.

New York — Janet Lieberman, Special Assistant to the President, LaGuardia Community College, 31-10 Thomson Ave., Room E512, Long Island City, NY 11101; 718-482-5049.

North Dakota — Doug Treadway, Chancellor, North Dakota University System, State Capitol Bldg., Bismarck, ND 58505-0154; 701-224-2960; Wayne G. Sansted, Superintendent of Public Instruction, Dept. of Public Instruction, State Capitol, 11th Floor, 600 Boulevard Ave. East, Bismarck, ND 58505; 701-224-2261.

South Carolina — Fred Sheheen, Commissioner, South Carolina Commission on Higher Education, 1333 Main St., Suite 200, Columbia, SC 29201; 803-253-6260; Barbara Nielsen, State Superintendent of Education, State Dept. of Education, 1429 Senate St., Columbia, SC 29201; 803-734-8491.

Washington — Ann Daley, Executive Director, Higher Education Coordinating Board, 917 Lakeridge Way, GV-11, Olympia, WA 98504; 206-753-3241.

FINANCE

California — Bill Honig, Superintendent of Public Instruction, State Dept. of Education, 721 Capitol Mall, Room 524, Sacramento, CA 95814; 916-657-5485.

Florida — Betty Castor, Commissioner of Education, State Dept. of Education, The Capitol, Room PL116, Tallahassee, FL 32399; 904-487-1785.

Kentucky — Thomas C. Boysen, Commissioner of Education, Kentucky Dept. of Education, 1725 Capitol Plaza Tower, Frankfort, KY 40601; 502-564-4770.

Rhode Island — Peter McWalters, Commissioner of Elementary and Secondary Education, State Dept. of Education, 22 Hayes St., Providence, RI 02908; 401-277-2031.

CROSS-AGENCY COLLABORATION

Yale Child Study Center — P.O. Box 3333, 2305 S. Frontage Rd., New Haven, CT 06510; 203-785-2548.

California (see above listing)

Kentucky — Thomas C. Boysen, Commissioner of Education, Kentucky Dept. of Education, 1725 Capitol Plaza Tower, Frankfort, KY 40601; 502-564-4770.

New Jersey — John Ellis, Commissioner of Education, New Jersey State Dept. of Education, 225 West State St., Trenton, NJ 08625; 609-292-4450.

South Carolina — Barbara Stock Nielsen, State Superintendent of Education, Dept. of Education, 1006 Rutledge Bldg., 1429 Senate St., Columbia, SC 29201; 803-734-8491.

Texas — Lionel R. (Skip) Meno, Commissioner of Education, Texas Education Agency, 1701 North Congress Ave., Austin, TX 78701; 512-463-8985.

DIVERSITY/OPTIONS

Arkansas — Burton Elliott, Director, General Education Division, Dept. of Education, #4 State Capitol Mall, Little Rock, AR 72201-1071; 501-682-4204.

Colorado — William Randall, Commissioner of Education, Dept. of Education, 201 E. Colfax, Denver, CO 80203; 303-866-6806.

Illinois — Robert Leininger, Superintendent of Education, State Board of Education, 100 N. First St., Springfield, IL 62777; 217-782-2221.

Indiana — Indiana Technology Preparation Curriculum Model Program, Indiana Department of Workforce Development, Indiana Government Center South, 10 North Senate Ave., Indianapolis, IN 46204-2277; 317-232-1814.

Iowa — William L. Lepley, Director, Iowa Dept. of Education, Grimes State Office Bldg., 14th and Grand, Des Moines, IA 50319; 515-281-5294.

Maryland — Maryland Department of Economic and Employment Development, 1100 North Eutaw St., Baltimore, MD 21201; 301-333-7650.

Michigan — Community College Services, Michigan Dept. of Education, Box 30008, Lansing, MI 48909; 517-373-3360.

Minnesota — Ted Kolderie, Public Services Redesign Project, Center for Policy Studies, 59 W. Fourth St., St. Paul, MN 55102; 612-224-9703.

North Carolina — Bob R. Etheridge, Superintendent of Public Instruction, North Carolina Dept. of Public Instruction, 116 West Edenton St., Room 318, Raleigh, NC 27603-1712; 919-733-3813.

PUTTING IT TOGETHER

National Science Foundation — 1800 G Street NW, Room 232, Washington, DC 20550; 202-357-9859.

New American Schools Development Corporation — 1000 Wilson Blvd., Suite 2710, Arlington, VA 22209; 703-908-9500.

Re:Learning — Education Commission of the States, 707 17th St., Suite 2700, Denver, CO 80202-3427; 303-299-3600.

Kentucky — Thomas C. Boysen, Commissioner of Education, Kentucky Dept. of Education, 1725 Capitol Plaza Tower, Frankfort, KY 40601; 502-564-4770.

New Mexico — Alan D. Morgan, Superintendent of Public Instruction, New Mexico Dept. of Education, 300 Don Gaspar, Santa Fe, NM 87501-2786; 505-827-6516.

STRATEGIES

Business Roundtable — Pan Am Building, 22nd Floor, New York, NY 10017; 212/682-6370.

National Education Goals Panel — 1850 M St. NW, Suite 270, Washington, DC 20036; 202-632-0952.

National Governors' Association — 4 North Capitol St., Washington, DC 20001; 202-624-5300.

Connecticut — Vincent L. Ferrandino, Commissioner, Dept. of Education, Room 305, State Office Bldg., 165 Capitol Ave., Hartford, CT 06106; 203-566-5061.

Iowa — William L. Lepley, Director, Iowa Dept. of Education, Grimes State Office Bldg., 14th and Grand, Des Moines, IA 50319; 515-281-5294.

Kentucky (see above listing)

Maine — James Orr, Chairman, Maine Coalition for Excellence in Education, 45 Memorial Circle, Augusta, ME 04330; 207-622-6345.

South Carolina — Barbara Stock Nielsen, State Superintendent of Education, Dept. of Education, 1006 Rutledge Bldg., 1429 Senate St., Columbia, SC 29201; 803-734-8491.

Texas — John Stevens, Executive Director, Texas Business and Education Coalition, 900 Congress Ave., Suite 501, Austin, TX 78701-2447; 512-472-1594.

Washington — Judith Billings, State Superintendent of Public Instruction, Dept. of Public Instruction, Old Capitol Bldg., Mail Stop FG-11, Olympia, WA 98504; 206-586-6904.

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FOR MORE INFORMATION ON RESTRUCTURING . . .

This publication is part of an ECS series called *Restructuring the Education System* (SI-92-1P). Publications include:

- *Introduction to Systemic Education Reform* — Examines the rationale for and components of a systemic approach to education reform (SI-92-1) $3
- *Building Private Sector and Community Support* — Defines the role of public/private coalitions needed to lead the call for a new education system (SI-92-2) $4
- *Creating Visions and Standards To Support Them* — Examines the importance of having a vision for a new education system and presents suggestions on how to use the vision/standard-setting process to move reform forward (SI-92-3) $4
- *Bringing Coherence to State Policy* — Describes problems with traditional education reform policy and presents a guide to creating policy that supports widespread education reform (SI-92-4) $4

The four publications listed above are available as a packet for $12. Individual publications may be ordered for the amounts listed in the descriptions of each.

Other ECS publications about restructuring the education system include:

- *A Consumer's Guide, Volume 1* — Answers common questions about restructuring and provides brief overviews of 10 major initiatives (SI-91-4) $8
- *Communication* — Provides tips on building support for restructuring through effective communication strategies and skills (SI-91-5) $4
- *Communicating About Restructuring* - Kit — Contains how-to's and examples of successful communication tools and strategies (SI-91-6) $20
- *School Restructuring: What the Reformers Are Saying* — Summarizes a lengthy discussion among nationally recognized education reformers (SI-91-8) $5

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Maine Governor John R. McKernan, Jr., 1991-92 ECS chairman, is a leading advocate for education reform in Maine and New England. As Maine's first Republican governor in two decades, his tenure has been marked by new initiatives designed to expand opportunities for non-college-bound youth, increase accountability and strengthen curriculum. His leadership won recognition for Maine in 1989 as National Alliance of Business "State of the Year" for human resource initiatives.

A Bangor native who graduated from Dartmouth college and the University of Maine School of Law, McKernan also chairs the National Governors' Association Committee on Human Resources and the Jobs for America's graduates program. Previously, he served two terms as Maine's representative in the U.S. Congress, where he served on the House Education and Labor Committee.

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